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ABSTRACT

In August 1987, the American Association of Colleges for Teacher Education (AACTE) sponsored a Wingspread Conference on the problem of recruitment and retention of minority students into teaching. Conference invitees were asked to comment on a draft of an AACTE policy paper suggesting legislative strategies to recruit more minorities into the teaching profession. This report summarizes the exchange of ideas, discussions, and conversations that took place at the conference. It contains background and informational material related to the minority teacher shortage and depicts some of the few state and institutional activities designed to recruit and retain minority teacher education students and teachers. The AACTE policy statement is included in the report. A plan for action describes a variety of programs, both public and private, aimed at increasing minority group student opportunities to enroll in teacher education programs. (JD)

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MINORITY TEACHER RECRUITMENT & RETENTION

A Public Policy Issue

SP 030555

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American Association of Colleges for Teacher Education

MINORITY TEACHER RECRUITMENT AND RETENTION:

A Public Policy Issue

Proceedings and Background Material of the
Wingspread Conference

held on August 5-7, 1987
at the Wingspread Conference Center
Racine, Wisconsin

sponsored by
The American Association of Colleges for Teacher Education
(AACTE)

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The opinions, conclusions, and recommendations expressed in this report are those of the conference participants; they do not necessarily reflect those of The Johnson Foundation or of the American Association of Colleges for Teacher Education. AACTE is printing and distributing these proceedings to stimulate discussion, study, and improvement of teacher education.

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AACTE's Committee on Multicultural Education (Leonard Beckum, Sister Rosemarie Bosler, Frank Brown, Phillip Chinn, Glenn Doston, Robert Egbert, Eugene Eubanks (*ex officio*), Ricardo Garcia, and Anna Ochoa) played an instrumental role in developing the draft policy paper from which AACTE's policy statement evolved. AACTE staff member Mary Dilworth, director of research and information services and liaison to the Committee, designed and organized the conference. Staff member Dagmar Kauffman, program assistant/writer, served as conference rapporteur and manuscript editor; her work formed the basis for this document.

Finally, the Johnson Foundation provided logistical and financial support for the conference and the publication of these proceedings.

FOREWORD

In August 1987 the American Association of Colleges for Teacher Education (AACTE) sponsored a Wingspread Conference on a pressing problem in the teaching profession: the recruitment and retention of minority students into teaching. Representatives from various education organizations, civil rights groups, and staff from the U.S. Congress convened at the Wingspread Conference Center in Racine, Wisconsin, to discuss the serious shortage of minority teachers. Conference invitees were asked to comment on a draft of an AACTE policy paper suggesting legislative strategies to recruit more minorities into the teaching profession.

AACTE is a national, voluntary organization of public and private colleges and universities that prepare 85% of the nation's teachers. AACTE is committed to ensure diversity and equity in its teacher education programs and the teaching profession. The Wingspread Conference represents only one of AACTE's efforts to achieve equity in teacher education. In the past, our organization has gathered and published data and collaborated extensively with national, state, and local institutions on multicultural and equity issues.

As the Black and Hispanic populations grow more rapidly than the White population, many of our nation's school systems become minority/majority. Conservative projections indicate that non-White students already constitute at least one-third of the preschool-age population. AACTE, through its survey of state action in teacher education, has found few state activities and no federal programs to assist our institutions to deal effectively with the situation these and other figures present.

To address this problem, AACTE, with the assistance of the Wingspread Conference attendees, developed a national plan detailing legislative strategies and programs to promote this issue with state and federal governments. The forum based its discussions on a position paper developed by AACTE's Committee on Multicultural Education and shaped the

final policy statement, *Minority Teacher Recruitment and Retention: A Call for Action*.

This report summarizes the exchange of ideas, discussions, and conversations we engaged in at this conference. It contains background and informational material related to the minority teacher shortage; it depicts some of the few state and institutional activities designed to recruit and retain minority teacher education students and teachers; and it presents AACTE's policy statement.

In the months since the conference, we have made considerable headway. The policy statement, endorsed by AACTE's Board of Directors, was released in December 1987 and supported by the following organizations: the American Federation of Teachers, the National Education Association, the United Negro College Fund, Inc., the National Alliance of Black School Educators, the American Council on Education, the Association of Colleges and Schools of Education in State Universities and Land-Grant Colleges, the National Association for the Advancement of Colored People, and the National Association of College Admissions Counselors. To put AACTE's proposed programs into action, legislative language for a bill has been drafted. Despite these accomplishments, however, much remains to be done.

A young Black woman, who would like to become a teacher, wrote me a letter and described some of the problems she faces in accomplishing her goal. She summed up the salient facts of the present situation of teachers or aspiring teachers:

> I only want to be influential in helping to meet the needs of some of these [minority] children. But, given my present situation, my dreams seem so far away.

At stake is the future of *all* children's education. It is our responsibility to prepare them through multicultural education experiences to become sensitive to the cultural and racial diversity in our nation.

This Wingspread Conference was one step toward the fulfillment of this young woman's dreams—to make them come true, we have to promote action.

William E. Gardner
Immediate Past
President

June 1988

MINORITY TEACHER SHORTAGE: A CONTEXT

A significant decrease in Black, Hispanic, and other minorities entering the teaching profession, with a simultaneous increase in the minority enrollment in K-12 schools, led AACTE to develop a policy statement addressing the shortage of minority teachers.

A review of AACTE's 1987 minority enrollment survey data reveals that there will not be enough Black, Hispanic, Asian, and Native American teachers to replace the already dwindling number of practicing teachers from these groups. The data show that approximately 8.1% of students seeking initial certification in elementary and secondary teaching are minority group members.

A look at the number of students enrolled in teacher preparation programs by racial/ethnic group at the undergraduate level juxtaposed with the enrollment of minority pupils in public elementary and secondary schools illuminates the situation. As Table 1 shows, Blacks comprise 18.0% of the children enrolled in Indiana's elementary and secondary schools while only 1.7% of undergraduate students enrolled in the state's teacher education programs are Black. In Mississippi, Blacks comprise 51.0% of the public school enrollment while only 22.9% of the students enrolled in teacher education programs are Black.

Regardless of the geographic region, teachers and students alike should be exposed to the numerous perspectives that represent the nation at large. Such exposure can only be accomplished if ethnic groups are included in the teaching force. The 1987 undergraduate teacher education enrollment data collected by AACTE, however, suggests that neither teachers nor students will receive a quality education if the minority participation in teacher education programs continues to decrease.

This crisis-like situation calls for immediate and decisive efforts by government and the private sector.

William E. Gardner, AACTE immediate past president, Dean, College of Education, University of Minnesota. Education Week, January 13, 1988.

Table 1

Enrollment Figures for Undergraduate Teacher Preparation Programs and K-12 Public Schools by Race/Ethnicity for Selected States

	*Enrollment in Undergraduate Teacher Preparation Programs by Race/Ethnicity**		*Enrollment in Public Elementary and Secondary Schools by Race/Ethnicity***	
Wisconsin		%		%
	Black	1.8	Black	18.0
	Hispanic	—	Hispanic	3.0
	Asian	—	Asian	2.0
	N. American	—	N. American	2.0
	Other	—	Other	N/A
	White	96.0	White	75.0
Indiana		%		%
	Black	1.7	Black	18.0
	Hispanic	—	Hispanic	2.0
	Asian	—	Asian	1.0
	N. American	—	N. American	—
	Other	—	Other	N/A
	White	96.6	White	79.0
Georgia		%		%
	Black	8.8	Black	37.0
	Hispanic	—	Hispanic	1.0
	Asian	—	Asian	1.0
	N. American	—	N. American	—
	Other	—	Other	N/A
	White	89.9	White	62.0
Mississippi		%		%
	Black	22.9	Black	51.0
	Hispanic	—	Hispanic	—
	Asian	—	Asian	1.0
	N. American	—	N. American	—
	Other	—	Other	N/A
	White	76.4	White	48.0

Percentages may not equal 100% due to rounding.

— = less that 1.0%

Sources:
**AACTE Minority Teacher Education Enrollment Survey 1987.*
***1986 Elementary and Secondary School Civil Rights Survey*, *Office of Civil Rights, U.S. Department of Education, Dec. 1987.*

Table 2

Undergraduate Teacher Education Students Enrolled in Elementary Education by Race/Ethnicity for Selected States*

States	White	Black	Hispanic	Asian	N. American	Other
Alabama	90.2	8.7	—	—	—	—
Arkansas	91.8	7.1	—	—	—	**
California	80.7	2.4	10.4	2.7	—	3.0
Colorado	85.3	1.0	8.4	—	3.4	1.3
D.C.	61.4	33.8	2.9	1.9	—	—
Delaware	65.9	31.8	2.3	—	—	—
Georgia	90.7	8.4	—	—	—	—
Hawaii	22.9	—	—	74.5	—	1.7
Idaho	95.8	—	2.4	—	—	—
Indiana	97.4	1.4	—	—	—	—
Iowa	98.4	—	—	—	—	—
Kentucky	96.5	2.2	—	—	—	—
Louisiana	82.5	15.5	—	—	—	**
Maryland	91.4	5.6	1.1	1.2	—	—
Minnesota	97.3	—	—	—	—	—
Mississippi	77.9	21.9	—	—	—	—
Missouri	80.5	18.2	—	—	—	—
Nebraska	94.9	2.5	—	—	1.9	**
North Dakota	94.6	—	—	—	4.0	—
Ohio	94.5	4.0	—	—	—	—
Oklahoma	94.0	2.5	1.2	—	1.6	**
South Dakota	93.9	—	—	—	5.5	—
Tennessee	95.1	4.2	—	—	—	—
Texas	72.0	6.7	18.6	1.9	—	**
Utah	96.6	—	—	—	2.6	—
Washington	94.7	—	1.3	2.2	—	—
Wisconsin	97.4	1.0	—	—	—	—

Percentages may not equal 100% due to rounding.

— = less than 1%.

** = states with more than 50% response rate.*

*** = included in "White" category.*

Source:
AACTE Minority Teacher Education Enrollment Survey 1987.

Legislative Initiatives

National commissions and task forces agree that full representation of minorities in the teaching force is essential. Not many state or federal initiatives, however, have occurred to stop or reverse the present trend.

On the state governmental level, only a few states report programs directly aimed at recruiting minorities into the teaching profession. According to AACTE's most recent research of legislative and administrative actions nationwide, 22 states reported no activity in this area. Florida, Indiana, New Jersey, New York, Ohio, South Carolina, and Virginia are the only states with specific programs encouraging minorities to become teachers. (*Teacher Education Policy in the States: 50-State Survey of Legislative and Administrative Actions*, June 1988.)

Florida's *Chappie James Most Promising Teacher Scholarship Program* requires that the percentage of minority award recipients match the state's minority population. Fifteen percent of the currently awarded scholarships went to minority students who were selected in high school. Each receives awards up to $4,000 per year for a four-year period.

Indiana and New Jersey operate loan forgiveness programs for minority students. Indiana forgives up to $2,000 yearly for each year that the student teaches in the state. New Jersey, on the other hand, selects high school juniors who are interested in teaching. Upon the students' participation in a college preparation program, they receive a four-year loan of $7,500 per year. Depending on whether the student teaches in an urban or rural area, the state forgives 17% or 25% of the loan per year. The Ohio state legislature approved a set-aside of 10% of its loan program for minorities. In Virginia, the state legislature appropriated $1 million for historically Black institutions for 1986–88 biennium.

The state of New York has instituted a program called *Teacher Opportunity Core Program*. It recruits and prepares minority and economically disadvantaged students for the teaching profession. The South Carolina Teacher Recruitment Center, operated by the state since 1984, recruits minorities from other professions into teaching.

Institutional Initiatives

On the institutional level many schools, colleges, and departments of education are aware of the problem and willing to respond to the crisis but lack information and model projects to assist them in their efforts. Norfolk State University and Grambling State University are among the few institutions that have implemented exemplary programs.

The efforts at Grambling State University to increase and improve the pool of minority teacher education students have consisted of the following: (1) development of diagnostic testing and remedial programs to improve test-taking skills, (2) creation of a scholarship fund, (3) raising of high school grade point average for college admission, and (4) instituting the requirement that teacher education students maintain a minimum grade point average of 2.2.

Norfolk State University, the third largest historically Black university in the nation, has also initiated several different activities and programs to increase the number of Black teachers. Among these efforts was the initiation of the *Harrison B. Wilson Honors in Teaching Program*, which provides full tuition scholarships for 20 teacher education students. Norfolk State University also collaborates with the Norfolk public schools to identify potential teacher candidates early in eighth, ninth, and tenth grades.

WELCOME TO WINGSPREAD

AACTE Immediate Past President William E. Gardner welcomed the forum participants and confronted the issue head-on. "Minorities will become the majority by the year 2000, and teachers must be sensitized to the perspectives of the students that they will teach," he said.

In his welcoming speech Gardner indicated that Black, Hispanic, Asian, and Native American children constitute almost 30% of the school-age population. He explained that the number of teachers from these groups threatened to fall below 10% because the percentage of education degrees conferred on them had already decreased by more than 6% between 1981 and 1985. Gardner emphasized the "great need for public resources to recruit minorities into teaching" and solicited the audience's input for developing the final version of AACTE's policy statement.

The issue is not that we're losing minorities to other professions. [It is] how do we increase the overall number of minorities attending college.

Eugene Eubanks, AACTE president, Dean, School of Education, University of Missouri-Kansas City. Black Issues in Higher Education, January 15, 1988.

Keynote Address

The conference's keynote speaker, Leonard Beckum, joined Gardner in calling for action and leadership to increase the minority teacher pipeline. Beckum is chair of AACTE's Committee on Multicultural Education, which played an instrumental role in the development of the policy statement that was to be discussed. He reminded his audience that "the leadership [in this issue] has to come from people like us."

Beckum called on those present to dispense their various agendas and to help "chart a way for us [AACTE]." He reviewed the efforts of the last 20 years to recruit minorities and concluded that, "Since the late '60s, I don't know of many unique and engaging ideas that have surfaced." Beckum emphasized that only a few ideas and strategies had been generated to recruit minorities into teaching until AACTE drafted the policy statement.

Teacher, urban educator, and dean, Beckum shared his own experience in the educational system by describing his personal difficulties as a minority student with slow progression from public school to community

college to Stanford University. He stressed that "we have to get more young people more appropriately prepared through the undergraduate system. It's impossible and impractical to wait until they get to the stage of higher education to say we want remedy. We must start at an earlier stage." Beckum asked the assembled group to "take an active role in helping refine and identify new ways to deal with the emerging crisis."

Legislative Strategies

William Blakey, chief counsel for the U.S. Senate Subcommittee on Employment and Productivity, stimulated the discussion of the draft policy statement by discussing the "political climate" surrounding AACTE's *Call for Action*. Blakey supported AACTE's effort to initiate legislative action for the recruitment and retention of minority teachers. He stressed that the real task was to look closely at existing federal programs and take advantage of them.

The question, "Are we ready to make the machinery of government work for us?" permeated Blakey's presentation. He cited several federal programs—the *Douglas Program*, the *Pell Grant Program*, and the *Patricia Roberts Harris Fellowship Program*—emphasizing that they needed to be fully funded. "Instead of creating new programs, do something about the existing ones," Blakey said.

He urged the education community—secondary and elementary education and higher education—to collaborate and be on the "forefront of changing existing [federal] educational policy" to ensure quality. Blakey's main premise was that the federal government would not redefine its policy unless the education community kept the issues on the "front burner." He recommended setting the following priorities:

- Increase the pool of eligible minorities interested in teaching;
- Reduce barriers for minority students entering higher education;
- Strengthen schools of education at historically Black institutions; and
- Improve the attractiveness of teaching as a profession.

Factors Inhibiting Minority Access

In his presentation of a commissioned paper, Antoine Garibaldi, chair of education at Xavier University, reviewed the current status of minority representation in schools, colleges, departments of education and the teaching force. Garibaldi focused on Black teachers because they comprise 75% of the minority teaching force. He described various factors inhibiting the emergence of a highly qualified and diverse teaching force. They included (1) students' preference to enter into professions with higher salaries and more prestige, (2) a lack of public and parental support for students who are interested in teaching, and (3) competency testing.

Garibaldi referenced figures from a study conducted by the Educational Testing Service regarding the National Teachers Examination (NTE). He reported that only 13% of Black students and 2% of Hispanic students had achieved the qualifying scores, compared to 79% of the White students who had taken the test. Garibaldi observed that the significant improvements made in increasing the percentages of students passing tests of this nature had occurred at the expense of a much smaller pool of graduates. To improve the situation, Garibaldi recommended increased institutional support for historically Black colleges and universities because they produce a large proportion of minority teacher education graduates. He also called for upgraded data collection by educational agencies. An increase in such collection efforts would provide "more demographic information on the teaching force and estimates of the proportion of education graduates who enter into the teaching force," Garibaldi said.

Two-year/Four-year College Communication

Communication between two- and four-year colleges was Jacqueline Woods' focus point. The director of the American College Testing Program stressed the need for a commitment from two-year college administrators, faculty, and staff to promote teacher education as a profession. "Most Hispanic and Black enrollment in the postsecondary sector are in two-year colleges, which is why these institutions must be part of the process of making teaching attractive to students," Woods said.

In her paper, coauthored with Ronald A. Williams, assistant executive director of the Connecticut Community College System, Woods

recommended several two-year college strategies for increasing the pool of minority teachers. They included the following: (1) recruitment of non-White and White two-year college teachers to serve as role models and advocates of a multiethnic society, (2) exposure of community college students to education courses, (3) exposure of minority students to the role they have played in history, and (4) provision of courses designed to improve test-taking skills.

In her conclusion, Woods emphasized that none of these measures would increase the number of minority teachers if other important factors were ignored such as a supportive college and career decision-making environment and adequate financial support.

A Call for Action

All conference participants agreed that legislative action had to occur to reverse the present trend. As the conference participants discussed the complex issue, their comments and suggestions reflected their many organizations' viewpoints. The group shaped and guided the final draft of AACTE's policy statement as Beckum had anticipated in his keynote address: "A group like this will help us make the changes."

I would like to make one point which has to do with . . . the timing, coordination, and ability for all of us to subjugate some of our agendas in favor of a goal that is reachable. We have to recognize the cycle of the U.S. Congress and build momentum [for our cause]. There can't be any wavering of it. We can discuss the pros and cons of particular steps along the way. But your goal should be to be very serious to get Congress to act.

—*Ricardo Martinez*
Committee on Education and Labor
U.S. House of Representatives

The position of minorities has not changed very much and will not change very much if we don't focus on racism.

—**Carol Hobson Smith**
National Alliance of Black School Educators

There should be some acknowledgment of the role of historically Black colleges in educating teachers. I think it's very important that there will be a strengthening of their programs, as an outcome of the policy paper . . . I also have an interest in short term strategies. When I look at these programs, they seem to be down the road. I want to know what we can do in the next couple of years.

—**Lea E. Williams**
United Negro College Fund, Inc.

I think what the policy draft needs is a context. And I don't mean this as a criticism but as an observation. It needs a context that encapsulates some of the ideas and trends since [the Brown *case in] 1954.*

—**Barbara Holmes**
Education Commission of the States

I would encourage you to address in the policy draft how you will operationalize your programs and what the expected outcomes are.

—Jacqueline Woods
The American College
Testing Program

I think recruiting strategies are less attractive. You're trying to recruit in a situation where you have a lot of kids who are disenchanted with the system, who have failed in the system, and you suggest to increase the numbers dramatically by some recruiting strategy—that stretches the imagination quite a bit.

—David Mandel
Carnegie Forum on Education and the Economy

We support the basic concepts that have been outlined and presented here. However, the statement should give special attention to the recruitment strategies that HBIs [historically Black institutions] could employ.

—Charles T. Williams
National Education Association

Certainly, taking the issue of recruitment down to earlier levels is one that I think everybody has agreed on. It's too late to recruit minority kids in the twelfth grade . . . We should recruit the class of the year 2000.

—**Reginald Wilson**
American Council on Education

We certainly applaud the closer look at targeting community colleges because that's where our kids are. I would like for us to go beyond minority teachers as role models for minority students and like to look at the fact that they are also resources and interpreters of the culture for the rest of the staff and the environment. Communication is essential to learn.

—**Lovely Billups**
American Federation of Teachers

A POLICY STATEMENT OF AACTE

Minority Teacher Recruitment and Retention: A Call for Action
Accepted by the Board of Directors, September 1987

In 1985 the National Commission for Excellence in Teacher Education (NCETE) recommended that special programs be developed to attract capable minority candidates into teaching. In 1986 the Carnegie Task Force on Teaching as a Profession reiterated that recommendation.

The NCETE and the Carnegie task force cited the decline in number of minority teachers as having serious consequences on both minority and majority children in the nation's schools. "The race and background of their teachers tells them something about authority and power in contemporary America. These messages influence children's attitudes toward school, their academic accomplishments, and their views of their own and others' intrinsic worth. The views they form in school about justice and fairness also influence their future citizenship," stated the Carnegie task force report, *A Nation Prepared: Teachers for the 21st Century* (Carnegie Forum, 1986, p. 79).

The American Association of Colleges for Teacher Education (AACTE), which sponsored the NCETE, is concerned that little legislative action has occurred since these reports to address the crisis-like conditions of the minority teacher shortage. A national, voluntary organization of more than 700 colleges and universities, AACTE is committed to excellence and equity in teacher education. The Association holds that cultural diversity is a necessary goal for teacher preparation programs and that member institutions must strive to increase the numbers of minority candidates entering the teaching profession from their programs. The Association also maintains that advancement of equality of opportunity and assistance to students with limited finances are appropriate roles for federal, state, and local government.

This statement reflects the views and recommendations of AACTE and other national organizations pledging their support to reduce the minority teacher shortage. Ten specific programs are proposed, each aimed at

increasing the number of minority candidates preparing to become teachers.

1. National Scholarship Program
2. State Scholarship Program
3. Targeted High School Work-Study Program
4. Targeted College Work-Study Program
5. Two-year/Four-year Articulation Program
6. Assistantships and Grants Program
7. Entry Incentive Program
8. Support Program for Reentry and Career Change
9. Targeted Teacher Induction Program
10. Assessment Demonstration Grants Program

In proposing these programs, described in more detail later, AACTE recognizes

- that no single action will solve the complex problem of too few minority teachers;
- that solutions to the problem will require collaboration among educational institutions from early childhood through postgraduate; government at all levels; and private enterprise, including business, foundations, and associations; and
- that the proposed programs may address the immediate need for minority teachers, but not the larger problem of too few minorities in the educational pipeline who will be eligible in the future for careers in teaching.

Need for Action

A quality education requires that all students be exposed to the variety of cultural perspectives that represent the nation at large. Such exposure can be accomplished only via a multiethnic teaching force in

which racial and ethnic groups are included at a level of parity with their numbers in the population.

The number of non-White teachers threatens to fall below 10% (NEA, 1987), if action is not taken to halt a trend that began in the 1970s. According to a National Education Association survey (1987), Blacks represented 8.1% of the teaching force in 1971, but only 6.9% in 1986; other minorities dropped from 3.6% in 1971 to 3.4% in 1986. Demographic data indicate, however, that non-White children constitute a third of the preschool-age population (Hodgkinson, 1987), and nearly 30% of the elementary and secondary school-age population (OERI, 1987*a*). Blacks and Hispanics are growing more rapidly in number than Whites, resulting in a reversal of enrollment patterns for many urban and suburban school systems. These schools are enrolling more minority students than majority White students, a situation being referred to as minority/majority. The following statistics illustrate the disproportionate representation of teachers and students from the various racial/ethnic groups.

- Blacks represent 16.2% of the children in public schools, but only 6.9% of the teachers.
- Hispanics represent 9.1% of the children in public schools, but only 1.9% of the teachers.
- Asian/Pacific Islanders represent 2.5% of the children in public schools, but only 0.9% of the teachers.
- American Indians/Alaskan Natives represent 0.9% of the children in public schools, but only 0.6% of the teachers.
- Whites represent 71.2% of the children in public schools, but 89.6% of the teachers. (OERI, 1987*a*; NEA, 1987)

Data on prospective teachers suggest that the non-White teaching population is declining. During the 1980-81 academic year, Blacks and Hispanics were awarded 17% of the baccalaureate degrees in education (Trent, 1984). Four years later in 1984-85, only 10.4% of the bac-

calaureate degrees in education were awarded to Blacks, Hispanics, Asians, and Native Americans (OCR, 1986).

Although many reasons can be cited why minority candidates are not pursuing careers in elementary and secondary teaching, the following four points illustrate the need for action as AACTE proposes.

Enrollment

The proportion of minority students enrolled in four-year institutions where teacher education programs are offered has declined, thus creating a smaller pool from which programs can recruit minority students.

According to 1985 census figures, about 82% of all 18- to 24-year-olds had completed high school: 83.6% of Whites; 75.6% of Blacks; and 62.9% of Hispanics. These figures represent since 1976 a 1.2% increase for Whites, an 8.1% increase for Blacks, and a 7.3% increase for Hispanics (ACE, 1987).

Census data also showed a college enrollment drop for Blacks from 33.5% in 1976 to 26.1% in 1985, a drop for Hispanics from 35.8% in 1976 to 26.9% in 1985, and an increase for Whites from 33% in 1976 to 34.4% in 1985 (ACE, 1987). According to Arbeiter, minority graduates not going to college chose, instead, "to enter the armed services, to work in business or industry, or finish their educations in noncollegiate postsecondary schools" (1987, p. 15).

Another factor affecting teacher education enrollments is the type of institution minorities attend; large percentages of minorities attend two-year community and junior colleges, which have low rates of transfer to four-year institutions.

In 1984 more than 50% of collegiate Hispanics and more than 40% of collegiate Blacks attended two-year colleges (Mingle, 1987). Transferring these students from two- to four-year colleges—and potentially into teacher education—is stifled by poor articulation, or coordination, of course credits between the two types of institutions and a lack of financial resources and/or incentives for the students.

In the past educational opportunities for minorities have been isolated. For Blacks, the tradition of segregation in education and labor prompted the establishment of separate educational institutions, which

had strong teacher education programs to fill the need for Black teachers. Although educational opportunities have expanded, nearly 50% of the Black graduates in education continue to earn their degrees from historically Black colleges and universities (Trent, 1984). These institutions account for only 7.9% of the approximately 1,250 schools, colleges, and departments of education in the nation's higher education institutions, a figure that shows they are clearly assuming more than their share of the responsibility for producing Black teachers (Dilworth, 1986).

Hispanic youths also are concentrated in a few colleges. Data indicate that this group is disproportionately enrolled in fewer than 2% of the higher education institutions (Olivas, 1986).

Expense

Higher education is expensive and minority groups typically comprise much larger proportions of the low to middle socioeconomic strata. At private historically Black colleges in 1983–84, for example, "more than 80% of the full-time undergraduates—almost 50,000 students—depended on one or more forms of federal student aid to help meet college costs . . . the median family income of these aid recipients was $10,733, approximately one-third of the median family income for all families with a child in college" (Kirschner & Thrift, 1987).

Substantial proportions of Blacks and Hispanics also rely on loans to pay their college costs (Santos, 1986). Loan burdens and potential income are factors that likely influence a student's decisions to attend college and to pursue teaching as a career.

Testing

Matriculation into and certification following teacher education programs depend in many places on passing mandatory standardized tests; such tests have adversely affected the numbers of new minority teachers.

By 1988, 25 states will have implemented standardized tests for admission to teacher education programs in higher education institutions, and 34 states will have implemented standardized certification tests for new teachers. Average pass rates for the two tests are approximately 72% and 83%, respectively. For minorities, the pass rates are much lower; for example, during 1984–85, only 23% of Blacks and 34% of Hispanics passed

the Texas admission test (OERI, 1987 *b*). On teacher certification tests, Alabama had pass rates of 15% for Blacks and 78% for Whites, while Florida had pass rates of 37% for Blacks and 92% for Whites (Weiss, 1987).

Efforts to improve the pass rates on mandatory tests also have taken their toll on the teacher education programs at historically Black colleges and universities (HBCUs). In many of the southern states where most of the HBCUs are located, state approval of teacher education programs is tied to students' pass rates on certification examinations. To improve pass rates, enrollments have been cut back and resources have been diverted to test-preparation courses and remedial work. The five historically Black colleges (HBCs) in Louisiana, for example, awarded 745 education degrees in 1977, but only 242 in 1983, Garibaldi (1986) reported. These institutions' teacher education programs produced 79% of the state's Black education graduates in 1977 and 69% in 1983, although the HBCs comprise only a quarter of Louisiana's 21 teacher education programs.

Other interests

As their opportunities have expanded, minority (as well as majority) students in college have directed their efforts toward occupations and careers that tend to be more prestigious and financially attractive than teaching. Between 1976 and 1985, the number of minorities receiving education degrees dropped from 12% to 10.5%, while baccalaureates awarded in business increased from 10% to 11.6%; in health professions, 8.7% to 11%; biological/life sciences, 8.4% to 14.2%; and engineering, 7.3% to 11.2% (ACE, 1987). Master's degrees awarded to minorities in education showed similar declines compared with increases in business, health professions, public affairs, and engineering.

Teaching can become a more desirable employment field, and thus more competitive in attracting candidates of high quality, if school conditions are improved and teachers are provided greater levels of recognition and compensation.

Plan for Action

The figures above illustrate that current conditions and resources prevent the full representation in teaching of minority racial and ethnic groups. Yet, as national commissions and task forces have indicated, full representation is a goal worth pursuing. To that end, AACTE and other supporters of the goal propose the following 10 programs to provide assistance and encouragement to minority candidates seeking to become teachers, to find better ways to assess their progress than standardized tests alone, and to improve articulation between two- and four-year institutions of higher education, thereby increasing minority students' opportunities to enroll in teacher education.

Without a national imperative, existing initiatives to recruit minorities into teaching will continue to flounder in isolation. AACTE and the other groups supporting this proposal believe that both government and private initiatives are needed. Programs and policies must be implemented to stop the present trends and must, of necessity, be varied in their approach.

National Scholarship Program

LEVEL: Federal.

DESCRIPTION: A program of national awards administered by the federal government to provide scholarship assistance to minority students who intend to enter teaching.

Emphasis would be on identification of academically superior students and providing them with $4,000 to $5,000 per year in scholarship aid.

No teaching payback would be required.

Before selection and during their program, students would receive intensive career guidance and counseling. It is expected only students with a serious commitment to teaching would be given these awards.

GOALS: To associate level of prestige with academic achievement, create high visibility for talented minority students, and increase public interest in minority teacher recruitment.

IMPLEMENTATION: Title IV or Title V of the Higher Education Act could be amended. The program could be administered either like the Congressional Scholarships (money goes to the states and then is allocated to students on a competitive basis) or entirely at the federal level.

State Scholarship Program

LEVEL: State.

DESCRIPTION: See National Scholarship Program.

Total awards, or amount of awards per student, would be less than the proposed federal program.

Students receiving federal scholarships would be ineligible for state scholarships.

No teaching payback would be required.

GOALS: To have states take ownership in the problem, and to give them an opportunity to target specific state needs.

IMPLEMENTATION: A number of states have scholarship programs in place for students who are preparing to be mathematics or science teachers. These programs could be amended or new legislation/regulations could be written.

Targeted High School Work-Study Program

LEVEL: State.
Local.
Nongovernmental.

DESCRIPTION: A program providing minority high school students (college-bound juniors and seniors) work-study employment administered by local education agencies in cooperation with local community organizations.

Program would be similar to future teachers' programs.

To the extent possible, students would work with younger children participating in programs and activities of community organizations.

Support would come from governmental and nongovernmental sources.

Students would receive extensive career counseling and guidance from school and community organization personnel.

GOALS: To expose high school students to the teaching field and provide financial assistance to minority students as they prepare for college.

IMPLEMENTATION: States could either create new work-study programs targeted to minority high school students or amend existing legislation or regulations.

Cooperative agreements could be made with local education agencies.

Targeted College Work-Study Program

LEVEL: Federal.
State.
Nongovernmental.

DESCRIPTION: A program for work-study employment targeted to minority undergraduate students majoring in education. To the extent possible, work situations would provide students opportunities to work with children and youths.

Schools, colleges, and departments of education would administer the program, and support would come from governmental and nongovernmental sources.

No form of postgraduation commitment to a particular career would be required in exchange for financial support.

GOALS: To provide financial assistance to minority students while in school and during summer.

IMPLEMENTATION: Title IV of the Higher Education Act could be amended to earmark a percentage of college work-study funds for minority students who intend to enter teaching.

States could either create new work-study programs targeted to minority students or amend existing legislation or regulations.

Corporations with an interest in education and local firms could engage in this program.

States may provide a tax incentive to business or industry employing these students during summer.

Business, industry, etc., could be encouraged to form a partnership with a school, college, or department of education to provide summer employment to potential teachers during their undergraduate study and, possibly, after they begin teaching.

Two-Year/Four-Year Articulation Program

LEVEL: Federal.
State.
Nongovernmental.

DESCRIPTION: A program stressing the need for better articulation between two-year and four-year institutions, with emphasis on student aid and transfer credits.

Comprehensive student aid packages, easily transferred from two-year to four-year programs, would be established for minority students indicating an intention to enter upper-level institutions on completion of an associate's degree.

Four-year institutions and, in particular, schools, colleges, and departments of education would work closely with community and junior colleges regarding allowable transfer credits.

GOALS: To improve articulation of course work and financial aid between two-year and four-year institutions and to encourage minorities to pursue careers in teaching.

IMPLEMENTATION: Adjustment in state certification requirements may be needed.

Title IV of the Higher Education Act could be amended.

Assistantships and Grants Program

LEVEL: Federal.
Local.
Nongovernmental.

DESCRIPTION: A program providing teaching assistant positions within school systems and granting awards to academically superior minority students completing associate's degrees.

Schools, colleges, and departments of education would administer the program in cooperation with local education agencies.

GOALS: To provide financial assistance to minority students wishing to pursue education beyond the associate's level.

IMPLEMENTATION: Title IV or Title V of the Higher Education Act could be amended.

Funds could be issued to schools, colleges, and departments of educa-

tion, which could establish articulation agreements with local education agencies.

Entry Incentive Program

LEVEL: State.
Local.

DESCRIPTION: A program whereby all or part of an individual's Guaranteed Student Loan or other loan could be repaid by state or local government. Minority students who are about to complete undergraduate school (junior/senior) and minorities who have graduated within the past two to three years with teaching credentials but have not entered the profession would be eligible.

Individuals would be eligible for the loan repayment while under contract with a school system.

GOALS: To provide immediate incentives for individuals to enter and remain in teaching.

IMPLEMENTATION: Program would be administered by either state or local government, or a combination of the two.

Support Program for Reentry and Career Change

LEVEL: Federal.

DESCRIPTION: A program to provide eligible minorities forgiveable loans and living stipends for up to two-and-a-half years while earning a master's degree that will prepare them to enter or reenter teaching.

Recipients would be obligated to teach two years for each year of assistance received to a maximum of four years. An individual who did not go into teaching would be required to repay the loan and stipend plus interest.

GOALS: To support postbaccalaureate and midcareer minorities who want to become teachers and those who were certified more than 10 years ago, but who have not taught for at least eight years.

IMPLEMENTATION: Title IV or Title V of the Higher Education Act could be amended.

Congress has established a midcareer program as part of Title V of the Higher Education Act, but it does not target minorities, provides no living expenses, and has not been funded.

The program could be administered all or in part by state government.

Teacher Induction Program

LEVEL: State.
Local.
Nongovernmental.

DESCRIPTION: A program of special support systems for minorities and others who accept teaching assignments in ethnically or culturally different communities.

GOALS: To strengthen or create teacher induction programs with particular attention to providing a support system for teachers in ethnically diverse communities.

IMPLEMENTATION: Support systems would be provided by community organizations, with state and local government contributing financial assistance.

A statewide teacher induction program would be established.

Cooperative agreements between local education agencies and community organizations would be arranged.

Assessment Demonstration Grants Program

LEVEL: Federal.

DESCRIPTION: A program making demonstration grants available to institutions of higher education to examine the effectiveness of various teaching assessment models as they relate to individuals with cultural and linguistic differences.

GOALS: To provide data relevant to state and national teaching assessment efforts.

IMPLEMENTATION: Title V of the Higher Education Act could be amended, or institutional awards could be administered through the Office of Educational Research and Improvement, U.S. Department of Education.

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